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ABSTRACT

This publication is comprised of the two 1999 issues of "News and Issues," a newsletter devoted to identifying and promoting strategies to reduce the young child poverty rate, and to improve the life chances of children still living in poverty. The Winter/Spring issue includes the following articles: (1) "Innovative Strategies Help Families Cope with Welfare Changes"; (2) "Programs Spotlight 'Kith and Kin' Child Caregivers, Move beyond Misconceptions"; and (3) "Putting Poor Children before Politics." The Summer issue includes the following articles: (1) "States Lag in Promoting Responsible Dads as Social Norm"; (2) "High School Diploma, Working Parents, Little Protection against Young Child Poverty"; (3) "Investing the Surplus: An Opportunity To Reduce Child Poverty"; (4) "Demand for Child Care Vouchers Grows as Welfare Caseloads Decline"; (5) "NCCP's First Symposium on Public Policy Challenges U.S. To Fight Child Poverty, Marks Center's 10th Year"; and (6) "New Advisors Bring Diverse Expertise to NCCP." Regular features in each issue include current activities of the National Center for Children in Poverty, information on recent publications recommended for program administrators and policy makers, and information on publications available from the National Center for Children in Poverty. (KB)

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Carole J. Oshinsky, Ed.

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News & Issues

CONTENTS

Programs Spotlight "Kith and Kin" Child Caregivers, Move Beyond Misconceptions 3

Policy Point of View—Putting Poor Children Before Politics 4

Center News Briefs 5

Publications of Note 6

Innovative Strategies Help Families Cope with Welfare Changes

Early childhood programs and welfare agencies across the United States are finding innovative ways to provide family support and promote the well-being of young children in the context of welfare reform.

This and other findings will be presented in a report—*Enhancing the Well-Being of Young Children and Families in the Context of Welfare Reform*—to the Assistant Secretary for Planning and Evaluation, U.S. Department of Health and Human Services. A partnership between the National Center for Children in Poverty (NCCP) and Mathematica Policy Research (MPR), the study is based on 35 programs and initiatives nominated by key leaders from across the United States. The NCCP co-authors—Jane Knitzer, deputy director, and Nancy K. Cauthen, senior policy analyst—selected 11 programs to profile in depth. "All the nominees are finding small or large ways to respond to the new realities facing families in their programs," says Dr. Knitzer.

Some programs help parents prepare for and obtain jobs. Others

provide training to welfare staff in family-centered practices. Many help young children cope with the changes their parents are experiencing. Still others work to give families a greater voice and provide feedback to policymakers. Often the leadership comes from the early childhood community, but sometimes it comes from agencies implementing welfare reform or partnership efforts.

The programs and initiatives include stand-alone early childhood programs, Early Head Start, county-level partnerships, and cross-system collaborations. All are using strategies to help parents achieve success in meeting welfare-related goals and simultaneously promote positive outcomes for their young children.

The emerging strategies focus on the specific needs of families with young children confronting the new welfare rules under Temporary Assistance to Needy Families (TANF), the welfare program that replaced Aid to Families with Dependent Children (AFDC) in 1996. These needs include managing and balancing TANF work

(continued on page 2)



**NATIONAL
CENTER FOR
CHILDREN IN
POVERTY**

The Joseph L. Mailman
School of Public Health
Columbia University

Identifying and promoting
strategies to reduce the
young child poverty rate,
and to improve the life
chances of the millions of
young children still living
in poverty

NCCP Marks Decade of Achievement: 1989–99

This year, NCCP will celebrate ten years of committed effort to identify and promote strategies to reduce the young child poverty rate and to improve the life chances of the millions of young children still living in poverty. To mark the occasion, the Center will hold a series of events featuring eminent scholars, program administrators, policymakers, government officials, and advocates concerned about young children and their families living in poverty; NCCP will also issue a number of special publications. "We can take pride in the accomplishments of the Center in raising the profile of poor young children and putting them on the agenda of urgent social issues facing this country," says the Center's director, Dr. J. Lawrence Aber. He notes the inspiration and hard work of the Center's founding director, Judith E. Jones, in this achievement, and thanks the Center's funders and Council of Advisors for sharing the vision of the Center and supporting its work. More details about the upcoming events will be available shortly.

Innovative Strategies Help Families (continued from page 1)

requirements, transitions to employment, and children's needs—but they begin with understanding the new rules. "Our program sites reported what other research is confirming—most families affected by TANF are either unaware of, or confused by, the new welfare requirements," says Dr. Knitzer.

Strategies to help families include:

- Assessing families' knowledge about welfare changes and giving them accurate information;
- Adapting early childhood programs to better serve families with young children affected by welfare changes;
- Promoting access to high-quality child care that meets family needs;
- Developing formal partnerships linking early childhood and welfare activities at state and local levels; and
- Creating feedback mechanisms for families and those working with them to voice concerns to policy-makers.

Specific activities to implement these strategies include training for program staff and parents in TANF rules, extending program hours, reaching out to the business community, and ensuring that Head Start and Early Head Start job readiness activities meet TANF work requirements. Others target fathers for specific programming, address employment readiness, provide mental health support, train community child care providers, and establish community planning teams to increase the supply and quality of child care. Some use TANF funds to support child development and family support functions. Several cross-system initiatives serve the larger community through planning activities, services integration, and feedback activities.

Mothers Confront Multiple Challenges

"Under welfare reform, mothers of young children face many challenges," says Dr. Knitzer. "They must participate in the work force, often

The Challenge Ahead

David Berns, the director of the El Paso County Department of Human Services in Colorado, and Barbara Drake, the deputy director, articulate challenges ahead for low-income families.

Despite [some] good news, we know that many of our communities and families still have many needs. The low-paying jobs many former welfare recipients have secured may offer more money than their TANF payment, but such jobs are still not sufficient to move these families out of poverty. An appropriate strategy needs to be set in place to help formulate and support long-term self-sufficiency goals: to develop skills to move into higher paying jobs, to manage family demands competently in the face of requirements for good daily work performance, and to attend to family development tasks, so that the next generation can build on the successes of this one. Addressing these complex and challenging issues is, in the final analysis, more important...than simply getting people into the labor force.

Source: Berns, D. & Drake, B. (1998). Promoting safe and stable families through welfare reform. *The Prevention Report: National Resource Center for Family-Centered Practice*, (2), pp. 4-8.

for the first time. They must balance parenting with working 20 to 30 hours—a difficult feat for two parents with adequate incomes, let alone single parents with marginal incomes. They must address barriers to employment, such as depression or domestic violence. And sometimes, because of paternity requirements, they must deal with their children's fathers in new ways."

While the report reflects momentum toward considering the needs of both parents and children under welfare reform, the authors point to several areas of concern for the future. "There has not been adequate appreciation that replacing welfare with work presents ongoing challenges," says Dr. Cauthen. "To date, finding a job has been emphasized, but whether the job pays living wages or whether it will lead to a better job has not. We were told repeatedly that more parents are working, but many families are not any better off financially or otherwise."

"Welfare changes are just beginning and it will be many years before a clear picture of impacts emerges," says Dr. Knitzer. "But, this legislation ticks to a new policy clock and asks a number of things that take time to achieve from already vulnerable families, some of whom face severe barriers to employment." Staff in many programs are seeing more parents who are coping with substance abuse, mental illness, or domestic violence, or struggling to care for a child with serious physical

or emotional problems. But such families have few places to turn to for help. And, there are few community-wide or TANF-linked planning efforts to address their needs.

TANF Resource: Early Childhood Programs

The report suggests an immediate need to attend to the most vulnerable TANF families and to ensure on-going child care and health care benefits for former TANF families as well as access to the Earned Income Tax Credit. Another need is for TANF administrators to work more closely with child development and family support programs. Early childhood programs are in a unique position to help because of the trusting relationships that often exist between families and staff. Yet so far, there have been few formal ties between early childhood and TANF programs. "Our report is sobering," remarks Dr. Knitzer. "So many of the reported links across welfare and early childhood are informal, lacking the supports necessary to sustain them."

"Yet while efforts are still limited and scattered," she adds, "there is much to celebrate and build on." The report challenges state and local leaders, early childhood programs, and welfare officials to develop a joint agenda to "promote economic security, secure parenting, and healthy child development at a time in young children's lives when there is most likely to be a long-term payoff." ■

Programs Spotlight "Kith and Kin" Child Caregivers, Move Beyond Misconceptions

Child care offered by family, friends, and neighbors continues to be a focus of policymakers' attention, especially since more families may rely on these forms of care as they move from welfare to work. NCCP's recent issue brief—*Child Care by Kith and Kin: Supporting Family, Friends and Neighbors Caring for Children*—highlights emerging program strategies to reach out to these individuals often referred to as "informal caregivers."

Despite decades-long efforts to support programs that meet the first national educational goal—every child to enter school ready to learn—the child care field has failed to address the fact that many children are in the care of family, friends, and neighbors while their parents work. These caregivers, also referred to as kith (friends) and kin (family), often serve as a cornerstone to support families as they manage work and child rearing obligations.

Misconceptions Prevail in Field

A comprehensive scan of research findings conducted by NCCP indicates that many of the beliefs about care provided by kith and kin may be misconceptions. These include assumptions that this care is automatically substandard, that caregivers have no wish to learn about child development, and that other forms of care are desirable and preferable to families if they could just be educated properly about how to find quality care.

Research also indicates that parents' choice of kith and kin caregivers reflects a variety of considerations. Families tend to prefer kith and kin caregivers for very young children, when care is needed during non-traditional hours or when parents have episodic or unpredictable work schedules, when there are no good alternatives available in communities, or when cash is in short supply. But, says study co-author Ann Collins, associate director of NCCP's Program

and Policy Unit, "policymakers and practitioners who want to address issues related to kith and kin care have little specific, valid information from research and practice upon which to develop initiatives."

Despite the absence of research, there have been traditional policy approaches that address the issue of informal caregivers for some years, and new efforts to reach out to kith and kin providers are emerging. The traditional approaches are concerned with ensuring that those receiving public subsidies comply with sufficient regulations, receive correct payment rates, and be recruited to become formal child care providers. "But many kith and kin caregivers do not see themselves as professionals," says co-author Barbara Carlson, director for policy advocacy and research, Federation of Protestant Welfare Agencies. "Thus, these approaches may not be sufficient to strengthen their work." Few efforts are reaching out to kith and kin caregivers who are not interested in becoming family child care businesses—perhaps a significant proportion of those caring for children.

New Strategies Emerge

"The bad news is there are few efforts. The good news is there appears to be new and emerging strategies to engage kith and kin child care providers," emphasizes Ms. Collins. They are not specifically related to regulation or payment, or to training individuals to operate official family day care homes. Rather, they aim to provide educational and emotional resources.

One example of a new strategy comes from the Child Care and Family Support Partnership (CCFSP). This collaborative effort by Bank Street College's Center for Family Support, Child Care, Inc., and three community agencies has two primary goals: (1) to strengthen the capacity of low-income communities to enhance the quality of child care that children receive and (2) to provide information

Strategies to Reach Out to Informal Child Care Providers

- Reaching out to kith and kin caregivers as part of state- or community-wide efforts to boost the quality of all forms of child care;
- Using family support models to engage kith and kin caregivers and pay attention to cultural issues;
- Using new messengers to reach out to kith and kin caregivers;
- Using a center-based program as a hub of efforts directed at kith and kin caregivers;
- Using the Child and Adult Care Food Program with license-exempt providers who are regulated as a result of receiving subsidies; and
- Bringing resources to kith and kin caregivers.

about economic opportunities for individuals who choose child care as employment. This two-year project consists of four components: researching the characteristics, needs, and interests of kith and kin caregivers through focus-groups; developing a train-the-trainer curriculum for community development organization staff on child development and child care options for informal caregivers; supporting activities, depending on the research outcomes, for 135 kith and kin caregivers; and documenting the project activities.

This strategy, as well as the others documented by NCCP, represent early efforts to reach out to family, friend, and neighbor caregivers who do not want to become professionals, but who do want some level of informational and emotional support. They are important beginning steps, says Ann Collins. "We need to remember that as the early childhood field struggles to acknowledge kith and kin child care and works to address issues related to it, hundreds of thousands of low-income children are in it each week," she adds. As one participant at a recent leadership meeting said, "How long will we wait to go to where the children are?" ■

POLICY POINT OF VIEW

Putting Poor Children Before Politics*

by E. J. Dionne, Jr.



Mr. Dionne is a syndicated columnist for The Washington Post and political commentator for National Public Radio, CNN, and NBC's Meet the Press. He is the author of: *Why Americans Hate Politics* (1991), and *They Only Look Dead: Why Progressives Will Dominate the Next Political Era* (1996). He is currently at the Brookings Institution. *Policy Point of View* is presented to initiate dialogue on important issues that concern low-income young children and their families. For NCCP's view, see page 5.

It's easy to ignore unpleasant facts, especially when they don't affect you personally. But occasionally, someone comes along with a bit of inconvenient news.

In a speech earlier this month to a group of Democrats in Virginia, Bill Bradley, the presidential candidate and former senator, ticked off a list of problems going unaddressed in the country. One is child poverty.

Among Americans under the age of 18, one in five lives in poverty. Even by factoring in various forms of federal help, says Wendell Primus, director of income security at the Center on Budget and Policy Priorities, 16 percent of kids are still in poverty.

Let's face it: Talking about child poverty is not fashionable. If you do, you might be cast as a bleeding heart liberal, or, God forbid, a "compassionate conservative."

So here is a modest proposal. Because both parties want to show that the impeachment mess has not crippled their capacity to govern, and because both want to show how reasonable, bipartisan and cooperative they can be, they should undertake a joint venture. Congress and President Clinton should atone for the viciousness of the last year by jointly leading a Campaign Against Child Poverty.

Neither side will get much political benefit out of doing so, which is why both should do it. No one can accuse anyone of political opportunism. There are not a lot of votes or PAC contributions in the issue of child poverty.

And let's can ideological posturing and accept that there has been some "social learning" about curbing poverty, to use a nice phrase of which Sen. Daniel P. Moynihan (D-N.Y.) is fond. There is little argument now that the rise in the number of single-parent families from the 1960s until a few years ago aggravated poverty. Despite heroic efforts by individual parents, single-parent families on the whole are not good for kids. So a campaign against child poverty necessarily involves family policy.

And we also could stipulate that while government alone cannot solve this problem—the role of voluntary organizations, especially religious institutions, is vital—it won't be solved without government's commitment.

If the old arguments are given a rest, some practical measures become possible. One is for states to spend the money that the federal government already is offering them through welfare reform to help poor kids. They might put the money into better child care or after-school programs or into helping the parents of poor kids get better jobs. Primus says that states simply are not using at least \$3 billion a year in federal money that's available to them for the poor, and the number might be as high as \$7 billion. Surely, the states could do some good with that money.

We can ask if some of that big federal surplus might go into academic enrichment programs for poor kids, both before they go to school and after they get there. It's fair to reserve much of the surplus for Social Security and Medicare, two worthy programs. It's not so fair that kids are being left out as the surplus pie is cut.

With Congress likely to ease the "marriage penalty" in the income tax code, it also should ease the penalty as it affects families that benefit from the Earned Income Tax Credit (EITC). The EITC lifts the incomes of the working poor. Under current law, unmarried couples in which both parents receive the EITC benefit can see their joint income go down if they marry. That's anti-family.

An interesting assortment of politicians—Sen. Phil Gramm (R-Tex.), Senate Democratic Leader Tom Daschle (D-S.D.), Rep. Jim McDermott (D-Wash.) and Rep. Richard Neal (D-Mass.)—have ideas on how to fix this. You've got to like the sound of a Gramm-Daschle Pro-Family Child Poverty Act of 1999.

Finally, Primus suggests that it would be good for poor kids if we paid more attention to their fathers. It's not just a question of getting "deadbeat dads" to pay child support. It's also about making support payments possible by helping the poorest dads find and keep jobs. Working fathers are far more likely to marry and care for their kids.

No single step will eradicate child poverty. But after all the talk about how this terrible scandal "affected the children," it would be good if politicians in both parties gave some thought to those children who could most use their help. ■

* Note: This editorial was originally published in the February 16, 1999 issue of *The Washington Post* and is reprinted with permission, copyright 1999, from The Washington Post Writers Group.



NCCP'S VIEW...

Putting Poor Children Ahead of Politics

Mr. Dionne makes an impressive plea for launching a "Campaign Against Child Poverty," as an antidote to the impeachment morass in Congress over the last year. In fact, NCCP has been designing a Strategic Communications Campaign to Reduce Child Poverty, and we intend to write more about this in future issues of *News and Issues*. For now, we can say that we strongly agree with the following key points made by Mr. Dionne in support of his proposed Campaign:

- States have a great opportunity to make important investments in children using the \$3-\$7 billion annual surplus in welfare funds from the federal government;
- As the projected federal budget surplus of over \$4 trillion is allocated to Social Security, debt reduction, and other key long-term objectives, children should not be forgotten;
- As Congress considers lowering taxes, it should also consider strengthening the Earned Income Tax Credit, which has been documented to have a powerful anti-poverty affect by NCCP and other researchers.

NCCP also agrees that the challenge of reducing child poverty requires a strong commitment from the federal government, but we would place relatively more emphasis on the role that individuals, families, religious and community organizations, corporations, and state and local governments can play. The federal government can and should build on its recent steps in expanding access to child care, health insurance, Head Start, and Early Head Start. But businesses—large and small—can also do more. By paying their employees non-poverty wages and providing or championing public provision of needed services—child care, health benefits, transportation—businesses would enable parents earning low wages to support their families.

Civic organizations and religious groups can identify and promote strategies to reduce child poverty in their communities. They are especially well positioned to tailor effective poverty-reduction strategies to their community's needs and resources.

Private citizens can take the next step beyond volunteering (which, happily, they are doing in record numbers) and pursue an active role in civic life that encourages business, civic, and religious groups and government to do their parts.

And state governments can do much more than spend federal dollars creatively. NCCP has described in its *Map and Track* series how states are increasingly taking the lead in introducing and funding initiatives to help working families with young children. All states should join the movement to "make work pay" for low-income families, implement their own refundable EITC programs, and stop taxing poor families. State leaders can: build consensus at all levels on the need to invest in children; foster links across programs, policies, and partnerships; and stimulate the development of comprehensive initiatives for children that will result in adequate income for their parents, quality child care, and access to health care and family support services.

No one sector of society can raise children out of poverty alone, but all will be affected if this important challenge is not addressed soon.

Center News Briefs

- NCCP's Children and Welfare Reform Leadership Network led a fall meeting for the federal Center for Mental Health Services on the implications of welfare reform for young children and families under stress—those affected by chronic or episodic life stress, mental illness, substance abuse, violence, post-traumatic stress disorder, atypical child development, or challenging behaviors. Invited leaders from across the country discussed the power of state differences to improve conditions for these vulnerable families. Ideas centered around improving links across programs and systems serving young children and families, new research initiatives, and communicating best practices. An issue brief summarizing the meeting and the resulting action agenda is forthcoming from NCCP.
- The Center is a supporter of the fourth annual Stand For Children Day, on and around June 1. This year's theme is "Ready to Learn, Ready to Succeed." The 1,500 communities and groups expected to participate believe that besides caring parents, every child must have: health coverage; affordable, quality child care; safe, productive after-school activities; and schools that challenge them. Local events will be held concurrently with a "Cyber-Stand For Children" at www.stand.org. For more information, call (800) 663-4032 or e-mail: tellstand@stand.org.
- NCCP is a cooperating partner in Head Start's fifth National Research Conference, "Developmental and Contextual Transitions of Children and Families: Implications for Research, Policy and Practice," to be held June 28–July 1, 2000 in Washington, D.C. The call for papers has been announced on the conference web site: www.acf.dhhs.gov/programs/hsb; proposals are due July 15, 1999. For further information, contact Dr. Faith Lamb-Parker, Columbia School of Public Health/CPFH, 60 Haven Avenue, B-3, New York, NY 10032, e-mail: flp1@columbia.edu, tel: (212) 304-5251, or fax: (212) 544-1911.
- The Center is pleased to announce the promotion of **Stanley Bernard** to director for administration and human resources. He brings to this new post his leadership role in crafting a workplace environment of mutual respect and concern for families, especially through his chairmanship of NCCP's Staff Evaluation and Policy Development Committees. He will continue to lead the Center's work on fatherhood issues. At the same time, **Mariah Quish** has assumed the title of financial manager to reflect her increased responsibilities in planning and managing NCCP's budget, grants, and other financial activities.

(continued on page 7)

Publications of Note

This column highlights recent publications recommended for program administrators and policymakers by the Center's program staff and librarian. Documents should be ordered directly from the indicated publisher or distributor.

- **Fragile families, fragile solutions: a history of supportive services for families in poverty**, by Robert Halpern. A century of program development and reforms for America's social services system, says the author, has failed vulnerable families and there are no easy solutions. He examines the history of U.S. supportive services, focusing on low-income families—their child rearing, family life, and economic development—interweaving the provider's viewpoint and lessons learned with descriptions of current reform initiatives. Many factors have prompted limited rather than wholehearted helping efforts: reforms introduced in times of crisis, bypassing entrenched bureaucracies; continuing ambivalence about society's role in helping vulnerable families and moral distinctions among groups for eligibility; varying views on personal responsibility; and fears of long-term dependence. Other factors include job loss, changing service populations, the civil rights movement (which disparaged social workers' expertise to help the poor), and disputes over whether poor mothers with young children should work. Social workers were alternately seen as psychologists, crisis managers, or rule enforcers, services as fragmented and often difficult to obtain. Doubts about the value of social services led to program and budget reductions starting in the 1970s, just as case management and services integration began. The 1996 welfare reform returned authority to states and flexibility to communities. Social work's inherent problem is balancing the personal needs and worldview of vulnerable families with the general goals of society. Articulating a coherent philosophical framework for social work and more subtle distinctions between child welfare and welfare policies will help. (1998, 312 pp.; cloth \$49.50; paper \$17.50 + p/h) Columbia University Press Order Department, 136 South Broadway, Irvington, NY 10533; (800) 944-8648 or (914) 591-9111/Fax: (800) 944-1844 or (914) 591-9201/Web: www.columbia.edu/cu/cup/sales/

- **Homes and homelessness**, edited by Emily Fenichel and Erica Lurie-Hurvitz. What home means emotionally and the impact of being homeless for families with very young children is defined and analyzed. Despite the complex causes and effects of homelessness, both urban and rural programs work with homeless families to address the root causes and provide needed support. Feeling at home extends to the community where a family may find support during a crisis such as transportation backup, job connections, child care, and medical help. When a family loses its home, a safe haven within a community may be lost as well. New work requirements, along with time limits mandated by TANF, will place more families at risk of becoming homeless. Shelters are only temporary solutions and do not lead families into permanent housing. The authors offer several ideas to improve programs and policies that address the complexity of homelessness and meet the unique needs of homeless families. (1) Build welfare-to-work plans that encompass the realities of women's lives through adequate physical and mental health benefits, opportunities in education and job training, and quality child care. (2) Increase the supply of affordable housing for families by building and restoring low-income housing and providing flexible housing vouchers or other housing subsidies. (3) Provide assistance with rent or other housing costs in conjunction with other family support services. (4) Attack homelessness holistically by integrating health programs and social services with education and job initiatives. (5) Address interpersonal violence and its consequences through health and human services programs for low-income families. (1998, *Zero to Three*, August/September, Volume 19, No. 1, pp. 1-55; free)

Zero to Three, National Center for Infants, Toddlers, and Families. Bookstore c/o Crestar Bank, P.O. Box 79768, Baltimore, MD 21279-0768; (800) 899-4301/Fax: (202) 638-0851/Web: www.zerotothree.org

- **Learning from Starting Points**, by Marielle Bohan-Baker, Diane Schilder, Fran O'Reilly, Jennifer Smith, and Heather Weiss. The researchers analyze experiences of 14 city and state sites implementing a program improvement learning system for their early care and education initiatives funded in 1996 through the Starting Points grant program. Each site has unique goals and strategies; common activities at all sites generated approaches to creating processes and information systems to improve and redesign their program outcomes. These include a 5-step repeating learning cycle to: create a vision and solve problems systematically, learn from past experience or from others, test new ideas through innovation and experimentation, evaluate new approaches, and transfer lessons learned to existing and new initiatives. This process revealed key elements to a successful initiative. (1) Involving multiple stakeholders to build a shared vision and approach to problem solving requires time, money, and enough flexibility to adapt to the political climate. (2) Educated leaders and stakeholders familiar with past initiatives are best suited to provide guidance for future ones. (3) Using indicators is key to monitoring success and highlighting lessons learned. (4) A common language unites stakeholders and strengthens internal and external communication. (5) Positive relationships with the media and sound strategies for influencing the political system build broad support for an initiative. (1998, 47 pp.; free) The Harvard Family Research Project, 38 Concord Avenue, Cambridge, MA 02138; (617) 495-9108/Fax: (617) 495-8594/E-mail: hfrp_gs@harvard.edu/Web: hugle1.harvard.edu/~hfrp

The following publications were selected by NCCP fatherhood expert Stanley Bernard to reflect the increasing awareness of the important role of fathers in their children's lives. A new edition of *Map and Track: State Initiatives to Encourage Responsible Fatherhood* will be published for Father's Day, June 20, 1999.

- **Fathers' involvement in their children's schools**, by Christine Winquist Nord, DeeAnn Brimhall, and Jerry West. This report portrays the involvement and influence nonresident and resident fathers have on their children's schooling. Data was collected on school meeting and parent-teacher conference attendance, involvement in school or class events, and volunteering at school. For nonresident fathers (the majority of nonresident parents), data was also collected on regularity of contact between parent and child. Factors associated with father involvement include his education, number of activities he shares at home with his child, and positive school climate. The authors' point out that father involvement directly influences children's school outcomes, e.g., whether they enjoy school, repeat a grade, or are expelled or suspended. These outcomes were considerable even after controlling for parents' education, income level, and, in two-parent families, mothers' involvement. Children with nonresident fathers are more likely to enjoy school if their fathers are moderately to highly involved in their schools—more than if they have regular contact from their fathers and no school involvement. Future research on fathers and their children's schools should ask: (1) Is it the type of school-related activity or number of activities that matter? (2) Is occasional participation more or less helpful than regular participation? (3) In the case of nonresident fathers, does continued involvement in their children's lives influence well-being in school? (4) Are student outcomes better for children of more edu-

cated parents? (1997, 160 pp.; National Household Education Survey Statistical Analysis Report, Pub. No. NCES 98-091; Free) National Center for Educational Statistics, Office of Educational Research and Improvement, U.S. Department of Education, 555 New Jersey Avenue, NW, Washington, DC 20208-5574; (202) 219-1574/ Web: nces.ed.gov/ipeds/pub1.html

- **Fathers under fire: the revolution in child support enforcement**, edited by Irwin Garfinkel, Sara McLanahan, Daniel Meyer, and Judith Seltzer. Reflecting a national shift in family living arrangements, the authors predict that over 50 percent of children today will live apart from at least one of their parents, often the father, before reaching adulthood. The fact that most children in single-mother families have fathers who could contribute to their upbringing holds strong significance for families, society, and for the fathers themselves. The expansion of the welfare system has been attributed largely to the high poverty rates of single-mother families. In response, policymakers passed a series of laws to force child support payments from nonresident fathers. Penalties for nonpayment include government seizing tax refunds and property, revoking driver and other licenses, and terminating food stamp benefits. Concluding that today's nonresident fathers are under fire, the authors provide a portrait of nonresident fathers by discussing the effects of child support enforcement on father-child contact, fathers themselves, remarriage, fertility, and male labor supply. They pose questions as guides to think about programs and policies for nonresident fathers: (1) What is a reasonable child support amount to give children a fair start in life? (2) Should a basic minimum be set even for parents unable to pay? (3) What is the role of the state in dictating how much over a minimum parents should spend on children, in determining population and gender equity policy, and in influencing how much time parents spend with their children as well as financial contributions? (1998, 400 pp.; \$49.95 + p/h) Russell Sage Foundation, Publications Office, 112 East 64 Street, New York, NY 10021-7383; (212) 750-6038/Fax: (212) 371-4761; E-mail: info@rsage.org/Web: www.russellsage.org

- **The potential of child support as an income source for low-income fathers**, by Paula Roberts. The focus of recent federal policy has been to get low-income mothers receiving welfare payments into the labor force. Mother-only families that receive cash assistance generally move to minimum-wage jobs that do not lift their families out of poverty. Mother-only families receiving child support and wages do better financially than families relying on cash assistance alone. The author argues that supplementing wages with child support is one way to lift mother-only families out of poverty. This, in turn, could affect labor-force attachment and help families benefit from increased wages along with the child support payments. Nonresident fathers may also benefit from employment and training programs. Strategies to ensure that children receive the most financial support from nonresident low-income fathers include: allowing fathers to exchange arrears owed to the state for current child support payments; combining training and employment strategies with child support strategies; and sharing with nonresident fathers how their child support dollars have benefited their children. Fathers may feel encouraged to continue payments, while mothers may be more motivated to seek employment knowing that their efforts may be rewarded with child support supplements to their income. However, asserts the author, some child-support strategies may be hindered by domestic violence. Among the issues to resolve is how can parents who pose a risk to their families be involved in providing economic support to their children? (1998, *Clearinghouse Review*, March/April, Volume 31, No. 11-12, pp. 565-583; see web site for current pricing) *Clearinghouse Review*, 205 W. Monroe Street, 2nd Floor, Chicago, IL 60606-5013; (312) 262-3830/Fax: (312) 263-3830/Web: www.povertylaw.org/index.htm

Center News Briefs (continued from page 3)

- The Policy and Program Unit welcomes three new staff members. **Nancy K. Cauthen**, a senior policy analyst, coordinates data collection and analysis for the Center's *Map and Track* series and contributes to NCCP's work on children and welfare reform. Her recently completed Ph.D. in Sociology at New York University focused on the creation and development of U.S. social welfare programs, especially AFDC. Previously, she conducted evaluation research and managed projects at the National AIDS Clearinghouse and the Commission on Professional and Hospital Activities.

J. Lee Kreader is a senior policy analyst from the Illinois Department of Human Services where he was assistant chief, Bureau of Child Care and Development. He planned Illinois' nationally respected Child Care Resource and Referral system, including its statewide database of child care providers and families. At NCCP, Dr. Kreader manages the Child Care Research Partnership, a pioneering analysis of child care administrative data to better comprehend child care markets for low-income families and the effects of public policies. He also coordinates a related study of child care subsidy duration and is on the field interview team for the joint NCCP/Abt Associates' *National Study of Child Care for Low-Income Families*. He received his Ph.D. in U.S. social welfare history from the University of Chicago.

Shari Richardson is administrative assistant to the deputy director and supports the unit's implementation of research and policy studies. She has worked with executive officers of nonprofit and for-profit organizations, including Hadassah, The American Red Cross, and J. P. Morgan. In 1996, she received the Urban Teacher Preparation Program and Community College Transfer Opportunity Program Scholarships to continue her education studies at New York University.

- **Andrew Kaen**, publication sales assistant, joined the Communications Unit to promote and distribute NCCP publications and maintain the Center's database of key contacts. He brings computer database expertise from his previous position in Columbia University School of Law and experience initiating and coordinating group activities as a recreation therapist at a mental health day program for seniors. He holds a Bachelor's Degree in Sociology from Ithaca College, with a concentration in Family Values.



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The Joseph L. Mahan
School of Public Health
Columbia University

Lawrence Aber, Director
Jane Knitzer, Deputy Director for Program and Policy Analysis
Julian Palmer, Director for Communications and Publications

News and Issues, Winter/Spring 1999, Vol. 9, No. 1
Cande J. Oshinsky, Managing Editor

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Publications available from the National Center for Children in Poverty

FORTHCOMING PUBLICATIONS

- ❑ **Mapping Welfare Research—1999 and Beyond.** This fifth issue of the forum newsletter features a review of current large-scale research projects to assess the outcomes on families and children of welfare reform in the states. The Research Forum is a project of the National Center for Children in Poverty. Free. (Published electronically on the web: www.researchforum.org).
- ❑ **Young Children in Poverty: A Statistical Update, 1999 Edition.** Figures and tables will profile extremely poor, poor, and near poor populations of young children under age six and their families in the U.S. Will include statistics for states and large urban areas, special studies on welfare reform, parental employment, and education, and long-term trends using official and alternative measures of poverty. (Due May, 1999). \$5.00.
- ❑ **Map and Track: State Initiatives to Encourage Responsible Fatherhood, 1999 Edition.** Continues to track how states are responding to welfare changes with strategies to promote fathers as both economic providers and nurturers and updates national and state demographic trends on father absence and single-father families. Includes maps, charts, and descriptions of 50 state initiatives. District of Columbia, and Puerto Rico. Report. (Due Father's Day, June 20, 1999). \$19.95. 1997 Edition, 180 pp. Both editions \$29.95.
- ❑ **Child Care Research Partnership Report 2: Patterns and Growth of Child Care Voucher Use by Families Connected to Cash Assistance in Illinois and Maryland.** Uses child care administrative data from two states to analyze child care subsidy use by current welfare recipients—to enable training, education, and employment, and by former recipients now in the work force. Report. (Due May, 1999). \$5.00.

PREVIOUSLY PUBLISHED — Partial Listing

- ❑ **Early Childhood Poverty Research Brief 1: Young Child Poverty in the States—Wide Variation and Significant Change.** N. Bennett and J. Li. Describes the considerable variation among the states' young child poverty rates. Suggests that changes in three demographic factors—family structure, employment patterns, and educational attainment—account for almost one-third of changes over the last two decades. Findings are particularly important in light of states' new obligation to monitor their child poverty rates and submit corrective action plans if rates increase significantly due to welfare reform. (July 1998). 16 pp. \$5.00.
- ❑ **Map and Track: State Initiatives for Young Children and Families, 1998 Edition.** J. Kintner and S. Page. This new edition updates and expands information provided in the 1996 edition of this report on state initiatives to address the multiple needs of young children and families. Added for 1998 is information on whether states are implementing explicit strategies to link welfare reform with children's initiatives, additional state-by-state indicators of young child and family well-being, young child-related state welfare provisions, and income-promoting supports to low-income families. Report. (1998). 208 pp. \$19.95. March 1996 Map and Track Report. 171 pp. \$19.95. Special pricing: 1996 and 1998 Map and Track Editions \$29.95; both reports and June 1997 Map and Track (Fatherhood) \$39.95.
- ❑ **Young Children in Poverty: A Statistical Update, March 1998 Edition.** J. Li and N. Bennett. Figures and tables profile extremely poor, poor, and near poor populations of young children under age six and their families in the U.S. using official federal government poverty measure and 1996 data. Uses an alternative measure to provide insights into the impact of programs and policies on the economic well-being of young children. Examines why the young child poverty rate (YCPR) decreased between 1993 and 1996. Report. (1998). 12 pp. \$5.00.
- ❑ **Starting Points: Challenging the "Quiet Crisis"—A Description of the Starting Points Sites.** Summarizes strategies and activities undertaken by the 14 Starting Points sites established as an outgrowth of the Carnegie Task Force on Meeting the Needs of Young Children. Outlines overall themes and lessons for policymakers, advocates, and others concerned with the well-being of very young children and their families. Report. (1997). 52 pp. \$5.00.
- ❑ **Child Care Research Partnership Report 1: A Study of Regulated Child Care Supply in Illinois and Maryland.** A. Collins and J. Li. Analyzes regulated low-income child care markets in two states using administrative data on programs in each state's child care resource and referral database, female employment, and poverty rates to understand how government policies affect the supply of child care. Report. (1997). 32 pp. \$5.00.

Issue Briefs on Children and Welfare Reform: (1997) \$5.00 each / 4 for \$15.00

- ❑ **Issue Brief 1: How Welfare Reform Can Help or Hurt Children**
 - ❑ **Issue Brief 2: Anticipating the Effects of Federal and State Welfare Changes on Systems that Serve Children**
 - ❑ **Issue Brief 3: The New Welfare Law and Vulnerable Families: Implications for Child Welfare/Child Protection Systems**
 - ❑ **Issue Brief 4: Responsible Fatherhood and Welfare: How States Can Use the New Law to Help Children**
 - ❑ **Issue Brief 5: Child Care by Kith and Kin—Supporting Family, Friends, and Neighbors Caring for Children**
 - ❑ **Lessons from the Field: Head Start Mental Health Strategies to Meet Changing Needs.** H. Yoshikawa and J. Knitzer. Describes promising strategies generated by Head Start programs to meet the changing mental health needs of Head Start children, families, and staff. Designed to stimulate dialogue and collaboration between mental health and Head Start communities and others working with low-income families. Report. (1997). 101 pp. \$15.95/\$9.95 Head Start/Child Care programs.
 - ❑ **One in Four: America's Youngest Poor.** A statistical profile of the six million children under age six in poverty in the U.S. Includes data on several factors that are associated with young child poverty, young child poverty rates for each of the 50 states and for the 12 largest U.S. cities, as well as maps, charts, and tables. Report. (1996). 88 pp. \$16.95. Abridged Version 32 pp. \$7.95.
 - ❑ **Building Bright Futures: An Annotated Bibliography on Substance Abuse Prevention for Families with Young Children.** C. Oshinsky and B. Goodman with T. Woods and M. Rosenzweig. Provides a representative selection of materials to help Head Start and other early childhood programs and organizations strengthen families and enable communities to organize to prevent substance abuse. (1996). 52 pp. \$8.00.
 - ❑ **State Welfare Waiver Evaluations: Will They Increase Our Understanding of the Impact of Welfare Reform on Children?** A. Collins and J. Li. Examines how well evaluations of 21 state welfare reform initiatives address the needs of children as well as their parents. Working Paper. (1996). 37 pp. \$10.00.
 - ❑ **Children and Welfare Reform: Highlights from Recent Research.** A. Collins, S. Jones, and H. Bloom. Summarizes studies on how children in low-income families may be affected by welfare changes. Research Highlights. (1996). 68 pp. \$10.00.
 - ❑ **Young Children in Poverty: An Annotated Bibliography of Books and Reports.** C. Oshinsky. Describes reports, monographs, and special journal issues concerning children and families in poverty, social welfare policies and programs, early childhood care and education, family and community support, child and family health, and comprehensive services. (1995). 80 pp. \$12.00.
- Resource Brief on Case Management in Service Integration: (1995) \$5.00 each / 4 for \$15.00**
- ❑ **Who Are Case Managers and What Do They Do?**
 - ❑ **Working with Clients**
 - ❑ **Preparation, Staff Development, and Supervision of Case Managers**
 - ❑ **Managing Case Managers**
 - ❑ **Strategies for Promoting Health and Assuring Access to Health Care in Child Care Settings.** K. Bell. Examines ways that early childhood programs can link up with health services for preschool children. Cites programs in nine states. Working Paper. (1995). 28 pp. \$8.00.
 - ❑ **Case Management in Service Integration: An Annotated Bibliography.** E. Marks, K. Maurer, and L. Simkin. Reviews case manager functions and descriptions of case management operations. (1994). 36 pp. \$6.00.
 - ❑ **In the Neighborhood: Programs That Strengthen Family Day Care for Low Income Families.** M. Lerner. Analyzes strategies used to support family day care providers in low-income communities. Includes 10 case studies. Monograph. (1994). 96 pp. \$12.95.
- Prices include postage and handling. Prepayment or purchase order required. Make checks payable to Columbia University and mail to NCCP, 154 Haven Avenue, New York, NY 10032-1180 or fax your purchase order to (212) 544-4200 or 544-4201 or e-mail to nccp@columbia.edu. Credit card orders accepted.

For full listing and fact sheets and speeches, visit the NCCP web site: <http://cpmcnet.columbia.edu/dept/nccp/>



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News & Issues

CONTENTS

High School Diploma, Working Parents, Little Protection Against Child Poverty 3

Policy Point of View—Investing the Surplus: An Opportunity to Reduce Child Poverty 4

Demand for Child Care Vouchers Grows as Welfare Caseloads Decline 5

NCCP's First Symposium on Public Policy Challenges U.S. to Fight Child Poverty, Marks Center's 10th Year 6

New Advisors Bring Diverse Expertise to NCCP 7

Center News Briefs 8

Publications of Note 10

New NCCP Book Puts Face on Child Poverty See page 9

States Lag in Promoting Responsible Dads as Social Norm

What makes an absent, uninvolved father change his behavior and take on his paternal responsibilities—physically, emotionally, and financially? David Cohen, former Harkness Fellow and an award-winning journalist from the United Kingdom, asks this question in his introduction to the new NCCP report, *Map and Track: State Initiatives to Encourage Responsible Fatherhood, 1999 Edition*, ("Map and Track Fathers") released for Father's Day. Cohen provides strong evidence that if more states actively promote responsible fatherhood it could help America reach a "tipping point" where engaged and nurturing fathers become the socially accepted norm. But only a few states are providing strong examples of what states

can do to achieve this goal—actively developing and implementing a broad-based fatherhood agenda.

"Many states focus on father absence and child support payments," notes lead author Stanley Bernard, NCCP researcher and director for administration and human resources. "These states emphasize programs that help fathers to be responsible for their children economically. Only a handful of states, including Florida, Indiana, Maryland, and Virginia, are showing exemplary effort in getting fathers involved with their children, both emotionally and financially. These model states have identified leadership for fatherhood programs, track state spending, and show a willingness to try innovative strategies."

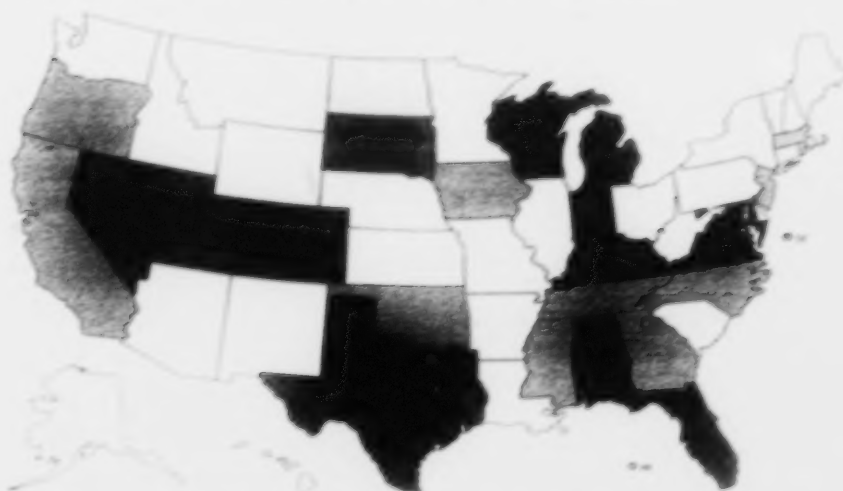
(continued on page 12)



**NATIONAL
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- 1989-1999:
- A decade of work on behalf of low-income young children and their families
- Identifying and promoting strategies to reduce young child poverty and to improve the life chances of the millions of young children still living in poverty

Level of reported state effort* to promote responsible fatherhood



- State reports implementing one of the five strategies—1 state
- State reports implementing two of the five strategies—5 states
- State reports implementing three of the five strategies—18 states
- State reports implementing four of the five strategies—11 states
- State reports implementing five of the five strategies—10 states
- States not responding to the 1999 NCCP Fatherhood Survey—7 states

Note: The map does not include past or planned initiatives. State refers to all 50 states plus the District of Columbia and Puerto Rico.

*Level of reported state effort is defined as implementing strategies intended to:

- Promote Public Awareness About Responsible Fatherhood
- Promote Unwed or Too-Early Fatherhood
- Enhance Fathers as Economic Providers
- Strengthen Fathers as Nurturers
- Promote Coexisting Co-Parenting

States Lag in Promoting (continued from page 1)

This edition of *Map and Track Fathers* describes the way fathers are viewed in the context of larger social changes and how they view themselves, including single working fathers who struggle, just as mothers do, with balancing work and family life; fathers in two-parent families; teenage fathers; low-income fathers; incarcerated fathers; African American fathers; and gay fathers.

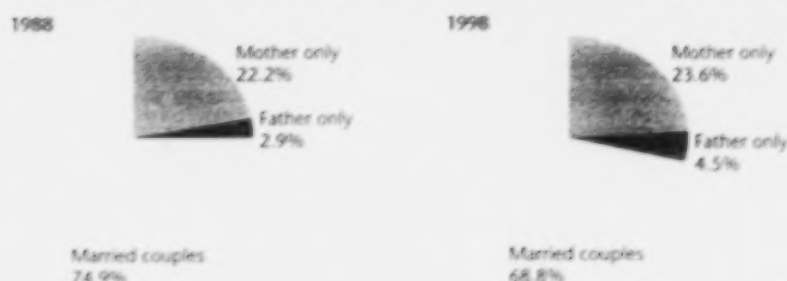
Map and Track Fathers provides a profile of how fathers are faring in families, at work, economically, educationally, and with child support commitments, using national and state-by-state indicators. It describes five kinds of state-sponsored responsible fatherhood initiatives: those that promote public awareness about responsible fatherhood, prevent unwanted or too-early fatherhood, enhance fathers as economic providers, strengthen fathers as nurturers, and promote leadership capacity.

The report gives an in-depth look at fatherhood activities in three states and two communities—Connecticut, Florida, and Massachusetts; Baltimore (Maryland) and El Paso County (Colorado)—to demonstrate the different approaches states take to promote responsible fatherhood. It does not describe the many important non-state supported or initiated efforts that are occurring in states.

Few States Expand Efforts

The 42 states and jurisdictions reporting for this edition showed continued support for initiatives to encourage responsible fatherhood, but few states have expanded their efforts or invested new dollars since 1997. "Many of the new state programs came in response to welfare reform or foundation initiatives," says the co-author Dr. Jane Knitzer, NCCP deputy director. "We know that state initiatives can play a vitally important part in the cultural transformation process. However, by focusing primarily on the financial aspects of fatherhood, important as they are," she adds, "many states ignore the larger role that fathers can

Percentage of children under age 18 in families of various types, 1988 and 1998



Source: National Center for Children in Poverty, The Joseph L. Mailman School of Public Health, Columbia University. Based on data from the U.S. Bureau of the Census, March Current Population Surveys, 1988 and 1998.

play in nurturing the emotional well-being of their children."

More Fathers Raising Children

The report brings to light two contradictory trends—more children are growing up without fathers in their homes (22 percent more between 1988 and 1998) and more children are being raised by single fathers (a 76 percent increase in the last decade). Fathers in two-parent families are also spending more time caring for their children. "Yet states," says Bernard, "for the most part, only focus on a small subset of fathers, primarily non-custodial low-income fathers, teenage fathers, and, in a few states, incarcerated fathers. Very little state-level leadership or attention is being paid to fathers (or mothers) in the context of work or those in two-parent families."

Many states are using welfare provisions to promote welfare-to-work initiatives aimed at fathers, to establish father-child visiting programs, to expand abstinence education, and to increase child support enforcement efforts. However, child support collections have increased only slightly (from 19 percent in 1995 to 21 percent in 1996), and, warns Dr. Knitzer, "we may not see a significant increase until more states recognize that programs that encourage father-child emotional interaction lead to greater father financial support."

Action Steps for States

"Now is a time when states, through their own actions and federal incentives, have opportunities to better

respond to the needs of individual fathers and encourage a social norm of caring fatherhood," says Bernard. "Our findings suggest several action steps states can take":

- Work with community and state leaders to create a coalition, commission, or advisory board around responsible fatherhood;
- Develop and expand strategies that provide parent training and other supports linked to employment;
- Take advantage of federal opportunities (e.g., fully utilizing access and visitation grants and federal welfare-to-work funds);
- Build coalitions with others working on children's issues, including child welfare and domestic violence activists and Head Start agencies;
- Create a mix of economic strategies, in addition to child support, to help lift and keep children out of poverty, such as a state earned income tax credit;
- Set an example of father-friendly work policies through the state's own policies and encourage the business and corporate communities to do the same; and
- Build the capacity to evaluate fatherhood programs.

Map and Track Fathers is funded by the Annie E. Casey Foundation and is one in a series of *Map and Track* reports that give national and state-by-state information on state policies and practices that affect poor young children and their families. The next edition of *Map and Track: State Initiatives for Young Children and Families*, will be published in 2000. ■

High School Diploma, Working Parents, Little Protection Against Young Child Poverty

The Center's annual report on poverty patterns and trends in the United States, *Young Children in Poverty: A Statistical Update, June 1999 Edition*, reveals that the poverty rate has fallen and the percentage of poor young children with at least one employed parent has reached its highest level in two decades. Nearly two-thirds of poor young children (65 percent) were in working families in 1997. This represents a 20 percent increase since 1993.

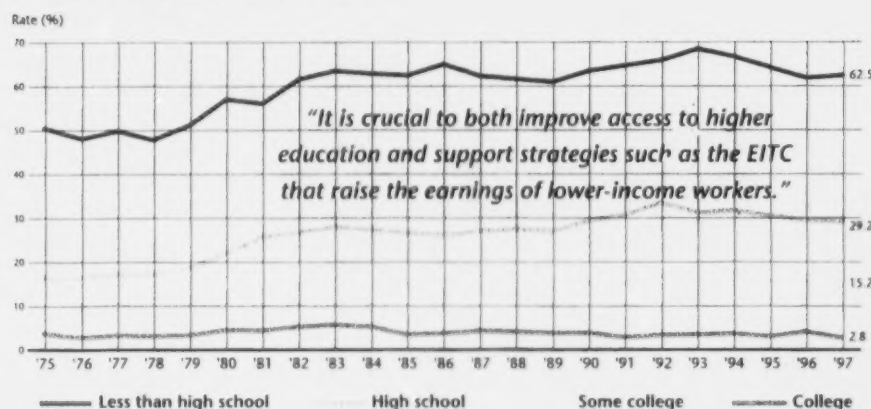
"The growing share of poor young children in working families sends a strong message that more needs to be done to help low-income parents increase their earnings," says the Center's director, Dr. J. Lawrence Aber. At the same time, only 36 percent of poor children under age 6 lived in families receiving public assistance in 1997, a 32 percent decline since 1993. "NCCP's research suggests that, thus far, welfare reform has done better at moving families off the rolls than it has at moving families out of poverty. For welfare reform to truly succeed, it will need to include a greater emphasis on poverty reduction," Dr. Aber adds.

The overall young child poverty rate fell to 22.0 percent in 1997 from 23.2 percent the previous year. Since 1993, the young child poverty rate has fallen by 16 percent after increasing by 52 percent from 1978 to 1993. (NCCP used the official federal poverty line—\$16,400 for a family of four in 1997—to determine poverty.)

College is a Strong Buffer

The report found a sharp increase in the poverty rates for young children whose parents went to college but did not graduate and for young children whose parents completed high school but did not attend college—each has increased by more than 75 percent over the past 20 years. "The fact that poverty rates have increased so sharply among children of non-col-

Poverty rates of children under age six by educational level of more educated parent, 1975–1997



lege graduates is particularly disturbing in a society where 70 percent of young children have parents without a college degree," says Dr. Neil G. Bennett, NCCP's director of demographic research and analysis and the report's principal author. "It has been long understood that children whose parents did not complete high school were at great risk of poverty. Now it is clear that a high school diploma or even some college education has become far less likely to protect a family against poverty."

Other factors determining young child poverty include single parenthood and part-time or no employment. In 1997, young children living with a single mother were five times as likely to be poor (56 percent) as were those living with both parents (11 percent). While the poverty rate among young children living with a single mother who was employed full-time was 71 percent lower than those whose mothers were employed part-time, 16 percent of young children living with a single mother working full-time were poor.

Face of Child Poverty Changing

The face of young child poverty continues to change in other meaningful ways. Young child poverty rates in

suburban areas are still lower than in rural or urban areas, but over the past two decades the young child poverty rate has grown fastest in suburban areas. The large majority of poor young children now live in suburban or rural areas and the number of poor young suburban children (1.9 million) is nearing that of poor young urban children (2.1 million). At the same time racial differences have narrowed but remained wide—while the young child poverty rate among blacks and Hispanics is three times as high as for whites, since 1993 it has declined more rapidly among blacks than among whites or Hispanics.

In last year's *Statistical Update*, NCCP introduced an alternative measure of poverty to more fully assess the impact of government programs and policies on young child poverty. Using the alternative measure, NCCP found that in 1997 the young child poverty rate would have been 24 percent higher had the federal Earned Income Tax Credit (EITC) not existed.

"In an economy where non-poverty level employment is increasingly tied to a college degree, it is crucial to both improve access to higher education and support strategies such as the EITC that raise the earnings of lower-income workers," concludes Dr. Aber. ■

POLICY POINT OF VIEW

Investing the Surplus: An Opportunity to Reduce Child Poverty

by J. Lawrence Aber and David Liederman



J. Lawrence Aber

Dr. Aber, a developmental psychologist, became director of the National Center for Children in Poverty (NCCP) in 1994. The author of numerous articles about child development, he has frequently been called to testify before Congress about policies to help improve the lives of children living in poor families and reduce the number of children growing up poor.



David Liederman

Mr. Liederman is immediate past president of the Child Welfare League of America (CWLA) and took the helm of the Council on Accreditation of Services for Families and Children on July 1.

NCCP and CWLA co-sponsored a public forum along with U.S. Representatives Tom Allen and Connie Morella on June 17 at the nation's capitol to discuss how to use the predicted federal budget surplus to help reduce child poverty.

Recently, it was announced that the projected federal budget surplus over the next decade has grown to \$2.9 trillion, an increase of over \$500 billion since February. Most of the debate about the use of the surplus has concerned how much of it should go to shore up Social Security, expand Medicare, cut taxes, or pay down the national debt. Social Security and Medicare have made and continue to make an exemplary contribution to the well-being of America's senior citizens. Only one in 10 seniors is poor today, thanks in large part to Social Security. According to a study by the Center on Budget and Policy Priorities, about half of all senior citizens would be poor if it were not for Social Security.

But meanwhile, a large group of our youngest citizens are growing up in severe economic distress. A study recently released by NCCP: *Young Children in Poverty, A Statistical Update, 1999 Edition* (see story on page 3), finds that more than one in five children under age 6 is growing up in poverty.

Young Children Hurt Most by Poverty

Certainly there are valid arguments for strengthening programs for seniors, reducing our national debt, or reducing taxes on hard-pressed low- and middle-income families. But one of the smartest long-term uses of the surplus would be to invest a share of it in our youngest low-income citizens. Recent scientific studies have confirmed that poverty, especially extreme poverty early in childhood, has a very detrimental impact on children's health and development. Children who grow up poor are

more likely to have a host of problems relating to their health, school-readiness and achievement, and employability as adults. Child poverty is public health enemy number one. Investing a portion of the projected surplus in support of public and private sector strategies to reduce child poverty could have a dramatic effect on the well-being of the newest generation of Americans.

More poor young children have parents who work—65 percent—and far fewer of them rely on public assistance than at any time in the past two decades. This means that much more needs to be done to help low-income working parents to both increase their earnings and reduce the unavoidable expenses of their work (most notably child care and transportation).

Research Shows Which Policies Work

Spending only a fraction of the anticipated budget surplus on a handful of policies and programs that help working parents—promoting work through expansions of the Earned Income Tax Credit (EITC), child care and health insurance initiatives, and expanding access to higher education and capital to more low-income families—could cut the child poverty rate in half. The EITC alone has lifted millions of children above the poverty line and could be expanded even further to greater effect. A portion of the surplus could also be dedicated to giving additional tax incentives to employers who provide their employees (including lower-income workers) with affordable child care and health insurance benefits.

Investing in children today would be an example of both compassion and enlightened self-interest. Research tells us that if we can help more children out of poverty today, we will have a more productive future work force. This is particularly important because the Baby Boom generation will be supported—or not—in its retirement by the payroll taxes of young children growing up today. They are the work force of tomorrow and a big part of our future social security.

It would be a tragic mistake to pit the young against the elderly as we debate the potential uses of the surplus. But it would be an equally serious blunder to ignore the segment of our population that has the greatest potential to make a long-term contribution to the future of our country—children. As the 2000 election season approaches, let us ask candidates for national and statewide offices, from both parties, to put forward concrete proposals to strengthen America's long-term economic security by cutting the child poverty rate in half over the next decade. ■

Demand for Child Care Vouchers Grows as Welfare Caseloads Decline

In what may be a national trend, child care voucher use by families formerly receiving welfare has risen dramatically in Illinois and Maryland since the implementation of welfare reform. Between January 1997 and January 1998, children using child care vouchers from families who had left welfare grew by 117 percent in Illinois and 70 percent in Maryland. The number of children using vouchers from families currently receiving cash assistance grew by 7 percent in Illinois and remained unchanged in Maryland.

These trends are described in NCCP's new report, *Patterns and Growth of Child Care Voucher Use by Families Connected to Cash Assistance in Illinois and Maryland*. While both states also provide child care subsidies to large numbers of families with no cash-assistance history, this study focuses on current and former welfare families receiving child care vouchers.

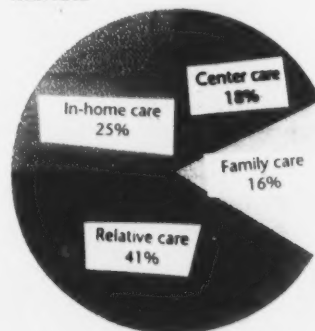
The increasing number of low-income families making the transition from welfare to work are finding that child care subsidies are an important form of assistance. "Child care vouchers often make the difference for a working family struggling to make ends meet," according to NCCP director Dr. J. Lawrence Aber. "This study shows that child care vouchers can be a critical element in the transition from welfare to work."

Among families ever connected to cash assistance, the ages of children using vouchers were very similar in the two states. In both, approximately one-quarter were babies and toddlers (under age 3), one-third were preschoolers (ages 3-5), and two-fifths were school-age children (6-12). In both states, growth in child care voucher use was fastest among older school-age children (10-12) and babies and toddlers.

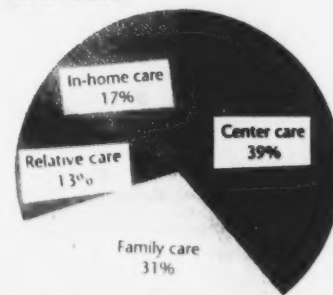
While Illinois and Maryland saw big net growth in child care voucher use, in both states approximately half the children using vouchers in Janu-

Percentages of children under age 13 using vouchered child care and currently or formerly on TANF in Illinois and Maryland in January 1998, by type of child care

ILLINOIS



MARYLAND



Sources: Illinois Department of Human Services child care voucher administrative data for TANF-connected cases from January 1998 (93,117 arrangements); Maryland Department of Human Resources child care administrative data for January 1998 TANF-connected cases only (17,323 arrangements with data missing for 1,248)

ary 1997 did not use them one year later. The two point-in-time snapshots in this report imply that notable numbers of children use vouchers for short periods or sporadically. Lead author Jessica Piecyk, NCCP research associate, notes that additional NCCP research, covering a continuous time span, will test this hypothesis.

Despite strong similarities in the growth of voucher use among families ever on welfare, the report found striking differences in the types of child care purchased in Illinois and Maryland. In January 1998 in Illinois, care by a child's relative was the most common (used for 41 percent of children) and in-home care was the second most common (25 percent). In Maryland, center care was the most common (39 percent) and family child care the next (31 percent). In both states, the pattern of types of care used by families previously on cash assistance was quite similar to the pattern for families currently on cash assistance. (See figure above.)

The two states' very different patterns of types of care point to the importance of state-specific approaches to support and enhance child care quality. As implementation of state

welfare reform strategies moves forward, says co-author Ann Collins, NCCP's associate director for Program and Policy Analysis, "policymakers are particularly interested in the child care experiences of these families. The pictures from these two states suggest that, to the degree welfare reform is successful, significant numbers of families will continue to use child care subsidies, if allowed, after leaving welfare, and their numbers will build up considerably over time." Adds co-author Dr. J. Lee Kreader, a senior policy analyst at NCCP and a former administrator of child care subsidies for the state of Illinois, "Policymakers will want to consider the needs of this growing group."

The study makes pioneering research use of data from the states' child care subsidy administrative systems built to determine families' eligibility and make payments to child care providers. It is the second in a series of reports by the NCCP Child Care Research Partnership—one of five partnerships funded by the Child Care Bureau, U.S. Department of Health and Human Services, Administration for Children and Families. ■ **BEST COPY AVAILABLE**

NCCP's First Symposium on Public Policy Challenges U.S. to Fight Child Poverty, Marks Center's 10th Year

In celebration of its 10th anniversary year, NCCP has inaugurated an annual symposium on child poverty and public policy. At its June Council of Advisors meeting, invited guests joined Council members and NCCP staff to hear two presentations.

Donald J. Hernandez, a professor in the Department of Sociology and the Center for Social and Demographic Analysis at the State University of New York, Albany, outlined the changing ethnic diversity of America's children and its ramifications on policies for poor families with young children. Previously at the U.S. Census Bureau, he guided the National Research Council report: *From Generation to Generation: The Health and Well-Being of Children in Immigrant Families*. His 1993 book, *America's Children*, was the first to use children as the unit of analysis to understand the dramatic changes in families in this century.

Dr. Hernandez emphasized how the traditional minorities in the U.S. are now becoming the majority, "first and most rapidly, among the children." In 1997, 20 percent of all children were immigrants—14 million children. Since 1990 that number has been expanding seven times faster than for U.S.-born families.

Minority Children Vulnerable in Next Generation

Children in first-generation immigrant families "tend to do as well or better than those of U.S.-born parents on many key measures of physical and mental health," and come with many protective factors, including two-parent families, despite lower socioeconomic status. The problem for current U.S. policy, Dr. Hernandez asserted, "is that as they integrate into American society, their health status declines compared to children with U.S.-born parents." These children are more likely to lack health insurance or regular medical care and other needed services; by the third generation, the adolescents are more likely to engage in risky behaviors.

Since 1996, when welfare reform denied benefits to many immigrant families, this situation may have grown worse. Given the increasingly high numbers of immigrant children and families, Dr. Hernandez predicted a dramatic impact on all of American society in the future, especially on family and child well-being. He outlined the recommendations of this National Research Council study to improve research and expand data collection on immigrant children and their families so they will be able to enter the millennium in the middle class and not be "stuck in the underclass." These include more ethnographic studies, better health data collection, including citizenship and place of birth information, and a new longitudinal survey of physical and psychological development placed in a cultural context. These studies should pay special attention to racial segregation and neighborhood and cross-national networks, he said.

Lynn A. Curtis, president of the Milton S. Eisenhower Foundation, Washington, D.C., discussed policy for the inner city and the truly disadvantaged. His latest books, *The Millennium Breach* and *Locked in the Poorhouse*, are 30-year updates of the 1968 Kerner Riot Commission findings.

Some progress has been made since 1968, such as expanding the African-American middle class. "But there are many more negatives and our leaders and the media don't accurately acknowledge them." For example, the real unemployment rate may be 15 percent, with an inner city "jobs gap" of over two million. The rich are getting richer and the poor poorer. Schools and neighborhoods are re-segregating. More is spent on new prisons than higher education. One in three young African Americans is in prison, on probation, or on parole.

Invest in "What Works" to Protect Future

National policy, Dr. Curtis said, should stop doing what doesn't work and use the savings to invest in what works, based on scientific evaluations, at "a scale equal to the dimensions of the problem," to quote the Kerner Commission. Tax breaks for the rich and prison building for the poor illustrate what doesn't work. Associated rhetoric, like "volunteerism" and "empowerment," often is used by leaders unwilling to invest in human capital. "Much of what doesn't work is simply immoral—like supply side economics that takes from the poor and gives to the rich."

"What works" includes preschool, safe havens after school, full-service and parent/teacher/principal-run schools (the Comer model), "training first" not "work first" and at-risk-youth mentoring programs (e.g. Quantum Opportunities), community development corporations, locally based banking, and problem-oriented community policing. "Solutions are multiple and interdependent, not narrow and categorical."

Money is available to replicate to scale, said Dr. Curtis,—for example, by using the budget surplus, and reducing "corporate welfare" and "affirmative action" for the rich. But America does not have the political will to do so. To generate that will and new leaders who will lead rather than follow polls, he suggested, the nation needs true campaign finance reform and a progressive "communicating what works" movement to persuade citizens and decision makers that tested solutions do exist—and they are more cost-effective and moral than present policy. "Remember the dreams of children," he concluded, "and what often happens to the dream of an inner city child." In the words of Langston Hughes [*Harlem*, 1951], does it:

...dry up like a raisin in the sun?
Or fester like a sore—and then run?
Does it stink like rotten meat?

Or crust and sugar over like a syrupy sweet?
Maybe it just sags like a heavy load.
Or does it explode? ■

New Advisors Bring Diverse Expertise to NCCP

Ten new council members were welcomed at NCCP's June Council of Advisors meeting. All are distinguished experts in their fields. This issue of *NCCP News and Issues* profiles five new members. The rest will be introduced in the fall issue. They are: Lynnell Hancock, Jann Heffner, Cornelius Hogan, Vonnie McCloy, and Jennifer Perry.

Felton Earls, M.D. is a professor of child psychiatry at Harvard Medical School and professor of human behavior and development at the Harvard School of Public Health. He currently directs the Project on Human Development in Chicago Neighborhoods, a large-scale study which will provide a detailed understanding of how multiple influences of social class, race/ethnicity, neighborhoods, schools, and families determine children's vulnerability to school underachievement, delinquency, substance abuse, and violent behavior. He was previously director of the Division of Child Psychiatry at Washington University School of Medicine. His awards include the Distinguished Psychiatrist Award and the Blanche F. Ittleson Award from the American Psychiatric Association, and the Dale Richmond Award from the Academy of Pediatrics. He is a fellow of the American Academy of Arts and Sciences and a member of the Institute of Medicine of the National Academy of Sciences.



Felton Earls, M.D.

Peter B. Edelman has been on the faculty at Georgetown University Law Center since 1982. He took leave from 1993-1996 to serve in the U.S. Department of Health and Human Services, first as Counselor to Secretary Donna Shalala and then as Assistant Secretary for Planning and Evaluation. Professor Edelman was associate dean of the Law Center in the late 1980s, director of the New York State Division for Youth in the late 1970s, and vice president of the University of Massachusetts before that. He was a legislative assistant for Senator Robert F. Kennedy from 1965 to 1968 and issues director for Senator Edward Kennedy's presidential campaign in 1980. He has authored numerous articles on poverty, constitutional law, and issues relating to children and youth.



Peter B. Edelman

Professor Daniel T. Lichter, will become the Robert Lazarus Professor in Population Studies at Ohio State University in January 2000. He is currently a visiting scholar at the Russell Sage Foundation. His research focuses on the retreat from marriage in the U.S., welfare reform and child well-being, and spatial economic inequality.



Daniel T. Lichter

Recent publications topics were welfare reform and the rise in female-headed families, and poverty and inequality among children. Professor Lichter's current work for the National Science Foundation will be especially relevant to NCCP's work: evaluating the long-term consequences of child poverty on young adult patterns of civic engagement (including voting, volunteer work, political activism, and altruism).

Dr. Kathleen Short is senior researcher for poverty measurement at the U.S. Census Bureau and recently prepared an important new report on alternative poverty measures. She was previously Chief of the Poverty and Health Statistics Branch, responsible for release of official poverty statistics and reports on poverty spells and participation in public assistance programs. The author of many government reports and statistical analyses, she began work at the Census Bureau on the applications of Survey of Income and Program Participation (SIPP) longitudinal data. She has prepared an international database on children and measures of child well-being for the Bureau's Center for International Research and was the SIPP specialist in the Income Statistics Branch for income transitions, health insurance, and extended measures of well-being.

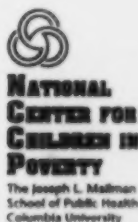


Kathleen Short

As senior vice president of public affairs for LIFETIME Television since 1992, **Meredith Wagner** has spearheaded numerous award-winning public affairs activities for the network, including the series "Caring for Kids: Our Lifetime Commitment;" the short-form vignette series "Take a Minute," anchored by journalist Linda Ellerbee; and the public-awareness campaigns "Go Vote: '96," "Women and Politics: A LIFETIME Challenge," and "Picture What Women Do." Her department was instrumental in the launch of the Ms. Foundation's "Take Our Daughters to Work Day" and the Network's breast cancer awareness campaign, which in 1996, received the Golden Cable ACE Award, the industry's most prestigious honor. Previously, Wagner was senior publicist for CBS Television and research coordinator in the Network's Public Relations Department. ■



Meredith Wagner



J. Lawrence Aber: Director
Jane Knitzer: Deputy Director for Program and Policy Analysis
Julian Palmer: Director for Communications and Publications

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Carole J. Oshinsky: Managing Editor

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Center News Briefs

- A Center-sponsored meeting on babies and welfare reform in May identified TANF and early childhood policy and program strategies that strengthen families with infants and toddlers affected by welfare reform. Participants in NCCP's Leadership Network on Children and Welfare Reform and other expert guests discussed trends in child care and other family supports, welfare reform and work requirements, infant and toddler initiatives, and information capacity. They shared strategies used in selected programs and on the community and state levels and identified additional program and policy initiatives to help these families, many of whom rely on child care by family, friends, and neighbors. NCCP will publish an issue brief describing the findings and strategic recommendations.
- A forum: "Investing the Surplus: An Opportunity to Reduce Child Poverty," was co-sponsored by NCCP and the Child Welfare League of America on June 17 at the capitol in Washington, DC. Distinguished panelists discussed how a portion of the projected \$2.9 trillion federal budget surplus over the next decade could be invested in public and private sector strategies to improve the economic prospects of low-income families with children. NCCP's *1999 Statistical Update* was released at the forum.
- **Fida J. Adely**, staff associate, joined the Program and Policy team in March to help communities link their child and family development strategies with community development strategies and to study the dynamics of the experience to promote similar initiatives focused on early childhood. Previously at Classroom, Inc., she developed and evaluated programs to spur rethinking of traditional education methods. She has also worked with community groups at Columbia University's Community Impact, the Chicago Community Trust, and in the Bronx, New York, to advocate for community improvement. From her work at the United Nations, she brings experience in conflict resolution and the plight of children and families in poor urban areas. A graduate of the School of International and Public Affairs at Columbia University with a concentration in economic and political development, she has also studied the role of women in Middle Eastern countries. She is the recipient of Mellon Foundation and Fulbright Fellowships for Arabic language studies.
- The Research Forum welcomes two new members. New program coordinator, **Ellen Winn**, will continue to develop the Research Forum's welfare research database and web site, oversee its quarterly newsletter, *the forum*, and disseminate information regarding major welfare reform research activities concerning children and families. She was previously at the Advisory Board Company, a Washington, D.C.-based health care strategic research firm and think tank, where she focused on Medicare-related issues and oversaw their health care research web sites. An urban studies graduate of Haverford College, her senior thesis explored the efficacy of school-based teen pregnancy prevention-related programs. Joining her is **Alecia Hill**, Forum research/administrative assistant. She has had a variety of administrative experiences in academic, national, and international social agencies, most recently as governance associate with the Association of Junior Leagues International, where she researched and coordinated strategic planning for a campaign against domestic violence. For her Bachelor's degree at the New School for Social Research she explored the social dynamics of race and gender through theory, literature, and film.
- NCCP is hosting several summer interns and research assistants. **Jennifer Nelson**, a student in Columbia's Joseph L. Mailman School of Public Health, Population and Family Health division, is researching child health issues and compiling indicators of child health in preparation for *Map and Track 2000*. LaGuardia Community College student **Lilliana Ortiz**, majoring in Business Administration, is currently interning in the Business Office and will shortly become a permanent half-time staff member. Yale University senior **Melissa Garcia** is working in the Program and Policy Unit on community development strategies targeted to families with young children. **Christopher Henrich**, a Yale doctoral student in developmental psychology and fellow at the Bush Center for Child Development and Social Policy, is working with the Center's policy-focused developmental research program, writing briefs on violence prevention and NCCP's evaluation of the Resolving Conflict Creatively Program. **Leomar Hernandez**, a sophomore at the University of Buffalo, is interning in the Communications Unit, updating the Center's mailing list database and assisting with marketing and circulation of NCCP publications.
- The Center bids farewell to five dedicated staff members: **Ellen Berrey**, former program coordinator with the Research Forum, will be starting a Ph.D program at Northwestern University in sociology. **Kelly Mathew**, former research assistant in developmental research, is joining the Teach for America program, based in New York City. **Arlene Isaacson**, former director of finance and administration, is coordinating technology changes at the City University of New York; **Ismael Angeles**, who established NCCP's local area network service and was general computer trouble shooter, has joined the New School for Social Research as computer master; **Venus Velasquez**, who was part-time clerk-receptionist, is now in the U.S. Airforce.

New NCCP Book Puts Face on Child Poverty

In September, Westview Press will publish a significant new book about child poverty in America.

Lives on the Line: American Families and the Struggle to Make Ends Meet, puts a human face on one of the most disturbing realities of life in America today—the fact that 14 million children are growing up in poverty in the United States, over five million of whom are under age six.

Lives on the Line is co-authored by Martha Shirk, an award-winning journalist who covered children's and family issues for two decades at the *St. Louis Post-Dispatch*, and Dr. J. Lawrence Aber and Dr. Neil G. Bennett—NCCP's director and director of demographic research and analysis, respectively.

The book profiles 10 families across the nation, from a Pacific Islander family in Hawaii to a homeless family in a New York City suburb, to depict the realities of life for children near the poverty line, from preventable health problems to nutritionally bereft meals to substandard housing to deferred dreams.

These profiles, written by Martha Shirk, personalize the problems facing these families in heartbreaking and sometimes hopeful detail. In addition to bringing the indignities, trials, and occasional triumphs of low-income families to life, *Lives on the Line* includes statistical and policy analyses to add depth and perspective to the family profiles featured in the book.

Many of these poor families face more severe versions of the same issues that middle-class families are confronting—issues such as the lack of reliable and affordable child care, recurring health problems among their children, and the struggle to balance work and family as more parents are pushed into physically exhausting low-wage jobs with little flexibility to meet the demands of raising children.

The book also documents the painful life experiences that are more likely to affect low-income families—child abuse, battering by a spouse, teen pregnancy, and drug abuse—and with each family explores their prospects for moving above the poverty

threshold. "*Lives on the Line* narrows the gap between them and us. It has the potential to change the way Americans think about low-income families," says Ms. Shirk.

"We believe this book shatters many commonly held stereotypes about which American children are likely to be poor," emphasizes Dr. Bennett. "It reports, for instance, that a rapidly growing share of poor young children have working parents and that nearly two-thirds of poor young children are now in working families. It notes that most poor young children live

in suburban or rural areas, that one-third of poor children live in two-parent families, and that a parent's graduation from high school is insufficient to insure against poverty."

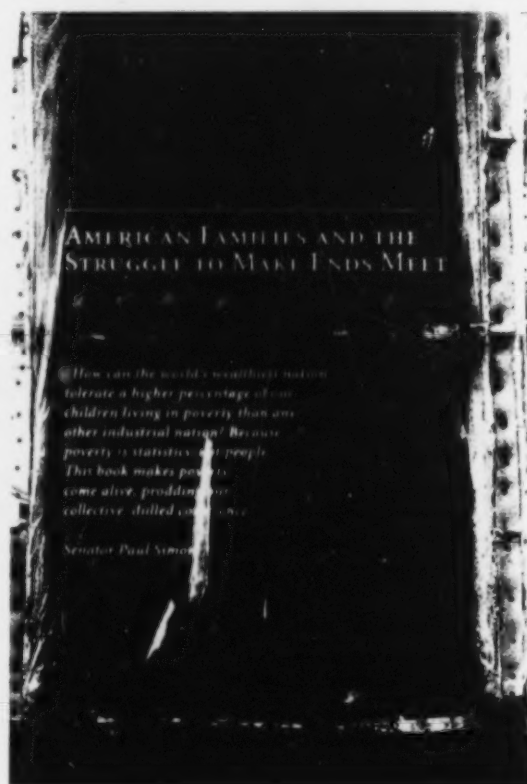
"This book shows that young child poverty is an American problem that cuts across racial, ethnic, and geographic boundaries," says Dr. Aber.

The book offers strong evidence that there are a number of proven strategies for preventing and/or reducing child poverty. "To a growing extent," says Dr. Aber, "child poverty can be effectively addressed through strategies to increase earnings, opportunities, and human capital, and to reduce expenses for low-income working families."

"Our research demonstrates that the federal Earned Income Tax Credit (EITC) has

been a powerful tool against poverty and that it states can significantly reduce their child poverty rates by implementing EITC programs of their own." He adds, "We hope this book will start a dialog about what we, both as individuals and as a nation, can do to help. It is ultimately in our national self-interest to address the problem of child poverty now and make a smart investment in America's future." ■

Lives on the Line is priced at \$24 and may be ordered through NCCP's Publication Sales Office at (212) 304-7195, or from Perseus Books on the web at www.perseusbooksgroup.com.



Publications of Note

This column highlights recent publications recommended for program administrators and policymakers by the Center's program staff and librarian. Documents should be ordered directly from the indicated publisher or distributor.

- **Children and welfare reform: A guide to evaluating the effects of state welfare policies on children**, by Child Trends. This handbook is for those interested in understanding and/or evaluating the effects of adult-focused welfare reform programs on children's development. It is based on The Project on State-Level Child Outcomes, initiated by the U.S. Department of Health and Human Services in recognition of the critical need to examine the effects of various welfare reform policies on children—the intended beneficiaries of welfare services. Representatives from state welfare agencies, the federal government, and research identified a core set of child outcomes and ways in which they could be measured. They chose 12 states to participate in the planning phase; of those, five states now include child outcome measures in their welfare reform evaluations. The authors developed a core framework of pathways to describe the intentional and unintentional ways in which children are affected by welfare reform, including targets of welfare policies (income, employment, family formation and attitudes) which affect other adult areas (psychological well-being, family stability and turbulence, use of health and human services and consumption) and which can affect the child's environments (child care, home environment and parenting practices). These pathways lead to positive or negative changes in child outcomes in the areas of education, health and safety, and social and emotional adjustment. The report offers a rationale for each of the model's constructs and sample measures, and compares methodology approaches that could or are being used, particularly impact and indicator studies, giving excerpts of surveys administered in Florida as examples. (1999, 69 pp. \$20)

Child Trends, Inc., Attn: Guidebook, 4301 Connecticut Avenue, NW, Suite 100, Washington, DC 20008; (202) 362-5580/Fax: (202) 362-5533/Web: www.childtrends.org

- **Home visiting: Recent program evaluations**, edited by Deanna S. Gombé and Patti L. Culross. In 1993, an estimated 200,000 children were enrolled in home visiting programs designed around prevention. About 550,000 children are enrolled in the ones highlighted in this report. Experts attribute the rapid growth in this service strategy to the recent research findings on the importance of the early years, the unique benefits of home visiting programs, and positive preliminary evaluation results. This journal issue summarizes the results of the evaluations of six key home visiting models that are implemented or being expanded nationally. The authors focus on how each home visiting program has affected parental attitudes, knowledge, and behavior; children's health and development; child abuse and neglect incidence; and the mothers' life course (e.g., deferral of subsequent pregnancies, maternal education, employment and income). Despite different goals, the six programs have a core of common elements: sending individuals into the homes of families with young children to promote change in attitude, knowledge, and behavior of parents by offering social supports. Further research is needed to understand which families benefit most from home visiting and how this can be translated into practical suggestions for other programs. Evaluators of home visiting programs face unique challenges: they must measure changes across heterogeneous subgroups of families; enrolling and maintaining families can be difficult; and only modest successes have been found in terms of parent and child outcomes. Unbiased interviews with professionals and parents, rather than parental self-reports or questionnaires, emerges as the most meaningful assessment method for this type of program. Based on the mixed research findings, the editors suggest that home

visiting programs improve implementation and service quality while scaling back expectations and sole reliance on this model to help families with young children. (Spring/Summer 1999, *The Future of Children*, Volume 9, No. 1, pp. 1-223; free)
Center for the Future of Children, the David and Lucile Packard Foundation, Attn: Circulation Department, 300 Second Street, Suite 102, Los Altos, CA 94022; (415) 948-3696/Fax: (415) 948-6498/Web: www.futureofchildren.org

- **Young children and foster care**, edited by Judith A. Silver, Barbara J. Amster, and Trude Haecker. Between 1986 and 1990 the rate of increase of young children in foster care was twice that of school-age children, mental health needs have risen while the supply of foster parents decreased, along with training programs and support. Professionals discuss how to overcome obstacles to collaboration on behalf of these young children. They address medical, developmental and emotional concerns, social and child welfare policies, foster care and child advocacy, and describe creative approaches to prevention and early intervention, and issues around training for both professionals and foster parents. They emphasize the importance of the early years for all developmental areas including movement, communication, social and emotional capabilities, and intellectual functioning. The authors explore how social supports can: (1) foster resilience among high risk vulnerable young children by reducing family stress and promoting healthy attachments between infant and caregiver; (2) facilitate preventive care to minimize birth complications; and (3) provide emotionally invested caregivers. When these supports fail, "derailed development" can occur, caused by atypical or severe caregiving due to parental violence, substance abuse, and stress induced by poverty. Such children have difficulty in controlling their emotions, leading to behavior that is dangerous, hyperactive and/or hyperaggressive. In order to attack these challenges, say the authors, programs should be designed to include flexible and talented staff willing to work on a multidisciplinary team; have a research and reporting component; and receive sustained support from both the parent institution and the community. (1999, 528 pp.; \$39.95 + p/h)
Paul H. Brookes Publishing Co., Inc., Customer Service Department, P.O. Box 19624, Baltimore, MD 21285-0624; (800) 638-3775/Fax: (410) 337-8539/Web: www.phbrookes.com

The following publications were selected by NCCP fatherhood expert Stanley Bernard to reflect the increasing awareness of the important role of fathers in their children's lives.

- **Child support enforcement: Effects of declining welfare caseloads are beginning to emerge**, by the U.S. General Accounting Office. The child support enforcement program (CSE), unlike other federal social programs, generates revenue for both state and federal partners and so is often looked at in terms of costs and savings. For non-welfare parents, child support payments go directly to their families, while payments from parents enrolled in welfare usually go to the CSE agency. Income to the state and federal government to help defray the costs of social services may thus be reduced as welfare recipients find jobs. This report addresses: (1) How CSE collections have changed since 1994; (2) What have been the costs or savings for federal and state CSE programs? (3) How have declines in state CSE welfare caseloads affected state program funding? and (4) What are future implications for CSE programs in terms of welfare

enrollment? Results are based on analysis of annual report data from 1990-1998 and interviews with CSE officials from seven states reporting declines in retained collections. The authors assert that these reductions may encourage federal and state partners to reconsider how the CSE program is financed and what its benefits are for promoting responsible parenting and recovering welfare costs. They suggest that states can offset the potential income reductions by utilizing opportunities posed under the 1996 welfare law to strengthen current CSE collections, such as establishing license revocation programs and charging application fees and a minimum percentage service fee for successful collections from non-welfare parents. (1999, 40 pp., Report No. GAO/HEHS-97-75; 1st copy free; other copies \$2 each or bulk discounts)

U.S. General Accounting Office, P.O. Box 37050, Washington, DC 20013; (202) 512-6000/Fax: (202) 512-6061/Web: www.gao.gov

- **Men in families**, edited by Suzanne Bianchi. This special journal issue on men in families provides extensive description and analysis of the importance of father's involvement in parenting roles both in and outside of the U.S., including in developing countries. Expert authors discuss fathers and child custody, the payment and meaning of child support, fathers as caregivers, father-child interaction, unmarried fathers' contact with their children, and changing feelings about marriage and children. They compare the benefits to children of fathers who live in families and explore trends in child care provided to young children in two-parent families. The editor calls for more research on men's involvement in intact and noncustodial families and their role in decision making about pregnancy and birth control. (1998, *Demography*, Vol. 35, No. 2, pp. 133-258)

- **Nurturing fatherhood: improving data and research on male fertility, family formation, and fatherhood**, by the Federal Interagency Forum on Child and Family Statistics. This report summarizes a conference lead by researchers, policy analysts, and public officials gathered to improve federal data and stimulate research on how men become fathers and what they do as parents. Fathers are defined as biological fathers, but just as important can be stepfathers, grandfathers, maternal uncles, and male neighbors. The report addresses issues often ignored: the definition of fatherhood; demographic and social processes involved in family formation and dissolution and male fertility; father's involvement with their children and family relationships; and methods for tracking fatherhood. The 20th century saw fathers primary role shift to that of economic provider, leaving mothers to fill the role of moral overseer/disciplinarian as the physical separation between workplace and home increased. Emerging employment opportunities for women and male perceptions of being trapped in an economic role are challenging the notions of fatherhood. The conference attendees believe these historic trends explain the split between fathers actively involved in their children's lives and those who shirk their economic and emotional responsibilities, believing that if they cannot be good providers then they should not be involved at all. More research is needed on differences between the ideal, the stereotype, and the actual representation of fatherhood among the general public and different racial, ethnic, and income groups; what men think of their responsibilities to their children and the effects of not fulfilling them; the effects of a father's own socialization and his parents model on his social and psychological life; and what characteristics of fathers lead to engaging with their children. The report calls for more probability samples and longitudinal data collection, especially oversampling of non-white and low-income families, and more collection of data directly from fathers. (1998, 446 pp.; \$19.95/free on Web)

Federal Interagency Forum on Child and Family Statistics, c/o Child Trends, Inc., 4301 Connecticut Avenue, NW, Suite 100, Washington, DC 20008; (202) 362-5580/Fax: (202) 362-5533/Web: www.childstats.gov

- **Obligating dads: Helping low-income noncustodial fathers do more for their children**, by Elaine Sorensen. This report gives a brief profile of noncustodial fathers and presents some opportunities in current legislation (the Personal Responsibility and Work Reconciliation Act, the Balanced Budget Act, and three other congressional initiatives) that can help low-income noncustodial fathers care for their children financially. The recommendations contain ideas that will motivate fathers and equip them with the financial resources to provide for their children. These include work activities funded by TANF dollars, visitation and access grants and welfare-to-work grants to states and communities, federal waivers, and demonstration states. What is still needed, says the author, is a funding stream to pay for employment-related activities for low-income fathers, incentives for noncustodial parents to pay child support, and changes in child support enforcement policies—from punitive to sensitive. She invites lawmakers to assess whether current child support enforcement policies are fair and reasonable when they often lead noncustodial fathers into excessive debt. Other suggestions include enabling noncustodial fathers to clear their state debts if they commit to follow through with current payments and allowing child support payments to go directly to families rather than a government agency to motivate noncustodial fathers to continue paying while their families are on welfare. (1999, 6 pp.; free on Web)

The Urban Institute Press, P.O. Box 7273, Dept. C, Washington, DC 20044; (877) 847-7377/Fax: (202) 467-5775/E-mail: pubs@ui.urban.org/Web: www.urban.org

- **What my father means to me: Words and drawings from America's children about their fathers**, compiled by Ken Canfield and David Hirsch. This compilation of children's essays and drawings represents the thousands that were submitted by children in grades 2-12 to the Father of the Year contests supported by the National Center for Fathering and the Illinois Fatherhood Initiative. The compilers include follow-up activities for fathers and children to help enhance and evaluate their relationships based on the I-CAN philosophy of fatherhood (involvement, consistency, awareness, and nurturance). Seven recommended sessions for individual fathers or a father parenting group integrate reading specific essays, questions for reflection about fatherhood, and resolutions to become more effective fathers. The section on involvement addresses the meaning of taking responsibility and defines it as everything from changing diapers and feeding to driving children to school, connecting with your children in a direct way or participating in activities and letting your children know how to contact you so that they will receive an immediate response. Consistency encompasses schedule, mood, and character. The compilers assert that while thinking about consistency fathers should also admit mistakes and correct situations and have an understanding of general child development issues. They ask fathers to reflect on their own experiences with their fathers and connect them with their own approach to fathering. Questions posed are: (1) What are your most prominent memories of your father? (2) What do you wish you had heard more about from him? (3) How are you different from and similar to him? (4) Do you see areas where he affected your fathering negatively or positively? and (5) How can you use this information to improve your own relationship with your child? (1998, 16 pp.; \$5)

Illinois Fatherhood Initiative, P.O. Box 06260, Chicago, IL 60606; (800) 996-DADS/E-mail: dads@4fathers.com/Web: www.4father.com and National Center for Fathering, P.O. Box 413888, Kansas City, MO 64141-3888; (800) 593-DADS/E-mail: dads@fathers.com/Web: www.fathers.com

Publications available from the National Center for Children in Poverty

NEW PUBLICATIONS

- **Map and Track: State Initiatives to Encourage Responsible Fatherhood, 1999 Edition.** Continues to track how states are responding to welfare changes with strategies to promote fathers as both economic providers and nurturers and updates national and state demographic trends on father absence and single-father families. Includes maps, charts, and descriptions of 50 state initiatives, District of Columbia, and Puerto Rico. *Report.* (June 1999). \$19.95. 1997 Edition, 180 pp. Both editions \$29.95.
 - **Young Children in Poverty: A Statistical Update, 1999 Edition.** Figures and tables profile extremely poor, poor, and near poor populations of young children under age six and their families in the U.S. Includes special studies on welfare reform, parental employment, and education, and long-term trends using official and alternative measures of poverty. (June 1999). \$5.00.
 - **Child Care Research Partnership Report 2: Patterns and Growth of Child Care Voucher Use by Families Connected to Cash Assistance in Illinois and Maryland.** Uses child care administrative data from two states to analyze child care subsidy use by current welfare recipients—to enable training, education, and employment, and by former recipients now in the workforce. *Report.* (May 1999). \$5.00.
- PREVIOUSLY PUBLISHED — Partial Listing**
- **Early Childhood Poverty Research Brief 1: Young Child Poverty in the States—Wide Variation and Significant Change.** N. Bennett and J. Li. Describes the considerable variation among the states' young child poverty rates. Suggests that changes in three demographic factors—family structure, employment patterns, and educational attainment—account for almost one-third of changes over the last two decades. Findings are particularly important in light of states' new obligation to monitor their child poverty rates and submit corrective action plans if rates increase significantly due to welfare reform. (1998). 16 pp. \$5.00.
 - **Map and Track: State Initiatives for Young Children and Families, 1998 Edition.** J. Knitzer and S. Page. Updates and expands information provided in the 1996 edition of this report on state initiatives to address the multiple needs of young children and families. Added for 1998 is information on whether states are implementing explicit strategies to link welfare reform with children's initiatives, additional state-by-state indicators of young child and family well-being, young child-related state welfare provisions, and income-promoting supports to low-income families. *Report.* (1998). 208 pp. \$19.95. Special pricing: 1996 and 1998 *Map and Track* Editions \$29.95, both reports and June 1999 *Map and Track (Fatherhood)* \$39.95.
 - **Starting Points: Challenging the "Quiet Crisis"—A Description of the Starting Points Sites.** Summarizes strategies and activities undertaken by the 14 Starting Points sites established as an outgrowth of the Carnegie Task Force on Meeting the Needs of Young Children. Outlines overall themes and lessons for policymakers, advocates, and others concerned with the well-being of very young children and their families. *Report.* (1997). 52 pp. \$5.00.
 - **Child Care Research Partnership Report 1: A Study of Regulated Child Care Supply in Illinois and Maryland.** A. Collins and J. Li. Analyzes regulated low-income child care markets in two states using administrative data on programs in each state's child care resource and referral database, female employment, and poverty rates to understand how government policies effect the supply of child care. *Report.* (1997). 32 pp. \$5.00.

- **Lessons from the Field: Head Start Mental Health Strategies to Meet Changing Needs.** H. Yoshikawa and J. Knitzer. Describes promising strategies generated by Head Start programs to meet the changing mental health needs of Head Start children, families, and staff. Designed to stimulate dialogue and collaboration between mental health and Head Start communities and others working with low-income families. *Report.* (1997). 103 pp. \$15.95/\$9.95 (Head Start/Child Care programs).

Issue Briefs on Children and Welfare Reform: (1997) \$5.00 each / 4 for \$15.00

- **Issue Brief 1: How Welfare Reform Can Help or Hurt Children**
- **Issue Brief 2: Anticipating the Effects of Federal and State Welfare Changes on Systems that Serve Children**
- **Issue Brief 3: The New Welfare Law and Vulnerable Families: Implications for Child Welfare/Child Protection Systems**
- **Issue Brief 4: Responsible Fatherhood and Welfare: How States Can Use the New Law to Help Children**
- **Issue Brief 5: Child Care by Kids and Kin—Supporting Family, Friends, and Neighbors Caring for Children**

- **One in Four: America's Youngest Poor.** Statistical profile of the six million poor U.S. children under age 6. Includes data on associated factors, young child poverty rates for each state and for the 12 largest U.S. cities, maps, charts, and tables. *Report.* (1996). 88 pp. \$16.95. Abridged Version 32 pp. \$7.95.

- **Building Bright Futures: An Annotated Bibliography on Substance Abuse Prevention for Families with Young Children.** Selection of materials to help Head Start and other early childhood programs and organizations strengthen families and enable communities to organize to prevent substance abuse. (1996). 52 pp. \$8.00.

- **State Welfare Waiver Evaluations: Will They Increase Our Understanding of the Impact of Welfare Reform on Children?** A. Collins and J. Li. Examines how well evaluations of 21 state welfare reform initiatives address the needs of children as well as their parents. *Working Paper.* (1996). 37 pp. \$10.00.

- **Children and Welfare Reform: Highlights from Recent Research.** A. Collins, S. Jones, and H. Bloom. Summarizes studies on how children in low-income families may be affected by welfare changes. *Research Highlights.* (1996). 68 pp. \$10.00.

- **Young Children in Poverty: An Annotated Bibliography of Books and Reports.** Describes key publications. (1995). 80 pp. \$12.00.

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